DRAFT

APPLICATION FOR SPECIAL EXCEPTION MODIFICATION

Washington Adventist Hospital

LAND PLANNING REPORT

May 2003

Prepared by
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TABLE OF CONTENTS

Section	Page Number
INTRODUCTION	1
DESCRIPTION OF PROPERTY	1
SURROUNDING AREA	3
MASTER PLAN	5
PROPOSED SITE PLAN MODIFICATIONS	9
STANDARDS AND REQUIREMENTS: G-2.31 Hospitals	9
GENRAL CONDITIONS: 59-G-1.2 Conditions for granting	12
SUMMARY	17

INTRODUCTION

This application is a request to modify the Washington Adventist Hospital (Hospital) special exception. The application proposes the following modifications (the "Modifications"):

- 1) remove the existing Conference Center and the Lisner Building (a total of 24,560 square feet of building space),
- 2) modify the main Hospital building by expanding the Emergency Department and adding more in-patient rooms to convert current semi-private to more private rooms (no additional beds are sought), resulting in an approximately 41,000 square-foot net addition,
- 3) construct a 144,000 square-foot Ambulatory Care Facility comprised of an ambulatory facilities and physician office space (the "ACF"),
- 4) potentially expand the existing 3,000 square-foot Power Plant to provide adequate power to existing and proposed facilities,
- 5) construct a new parking structure containing approximately 1,070 parking spaces, and
- 6) generally improve pedestrian and vehicular circulation on the Hospital campus and improve the overall Hospital landscape.

A detailed description of the history of approvals for the Hospital is contained in the Applicant's Statement in Support, to which this Report is attached and made a part hereof. Rather than replicate that description, it is incorporated by reference for purposes of this Report.

DESCRIPTION OF PROPERTY

The Hospital is located in the City of Takoma Park, bordered by Carroll Avenue to the east, Sligo Creek to the south, Maple and Maplewood Avenues to the west, and the Columbia Union



College campus and Flower Avenue to the north. The site is comprised of 16.2 acres of land with 2.9 of the acres provided as an open space easement to the Maryland-National Capital Park and Planning Commission.

Currently, primary access to the Hospital is provided from Carroll Avenue with secondary access to the lower, western portion of the site via Maple Avenue. The Hospital is located, basically, along a hillside above Sligo Creek. The entrance to the site from Carroll Avenue extends along the northeast side of the property, rising approximately 36 feet adjacent to the entrance to the main Hospital building, then drops 60 feet to Maple Avenue at the northwest corner of the site.

The property is developed with six separate buildings. The principal building is the main Hospital building, located on the center of the site, which is irregularly shaped, approximately 340 feet by 320 feet and having a maximum of six stories in height. An existing physicians' office building (the "Existing Accessory Physicians' Building") is located to the east of the main Hospital building, comprising 48,000 square feet and is approximately 150 feet by 90 feet and four stories in height. The existing Conference Center, also located to the east of the principal building, next to the Existing Accessory Physicians' Building, is 60 feet by 100 feet, two stories in height, and is used for administration offices. The Conference Center is to be removed as part of the proposed Hospital modifications. The Lisner building (also currently used for administrative offices) is 50 feet by 120, two stories in height, and, likewise, is to be removed (with or without the Modifications, due to prevailing deterioration and safety issues). The 90-foot by 115-foot, one-story Cardiac Care Center and the one-story, 95-foot by 80-foot Power Plant building are located along the northern edge of the Hospital campus at the far western end of the campus.

These existing buildings comprise a total building coverage of 121,120 square feet, or 17.2 percent of the site; including the existing three-level parking garage, the coverage is 19.7 percent. Green space accounts for 309,099 square feet or 43.9 percent of the site. The central private drive serving the site (San Drive) extends from Carroll Avenue to Maple Avenue. The drive provides access to five separate surface parking areas with additional parking provided at

various locations directly along the drive. A sixth parking lot on the adjacent Columbia Union College ("CUC") property has access to both San Drive and Flower Avenue and, although under the control of the CUC, is currently shared by the Hospital pursuant to an existing lease agreement. Long-term use of this surface parking on the CUC campus is not assumed for the proposed Modifications, as the CUC has its own long-term plans, which would replace this surface lot with improvements.

SURROUNDING AREA

As described above, the Hospital boundaries, and thus the boundaries of the Modification request, are Sligo Creek to the south, Carroll Avenue to the east, Maple and Maplewood Avenues to the west, and CUC to the north. While both the Hospital and CUC are related to the Adventist Church (the Hospital being an independent, non-profit subsidiary, and CUC being wholly owned by the church) and are on the same lot of record, the properties have separate Boards of Directors, separate long-term plans, and, while efforts will be made to consolidate and coordinate improvements, CUC is not part of the Modifications sought herein. CUC is bounded by Carroll Avenue, Greenwood Avenue, and Maplewood Avenue. A portion of CUC's facilities extend across Greenwood Avenue.

The Hospital is one of a number of Institutions in the City. Others include the Seventh-day Adventist Church, located north of Carroll Avenue between Flower Avenue and Greenwood Avenue, CUC, Montgomery College, located west of New York Avenue between Takoma Avenue and Chicago Avenue, the City's Municipal Building, a public library, and other City facilities.

The surrounding area is defined as Carroll Avenue and the properties along the east frontage to the east, Flower Avenue to the north, Maplewood Avenue, including properties along the west frontage, extending to Sligo Creek to the west, and Sligo Creek as the southern boundary. The Hospital is located within the R-60 residential zone. The surrounding area includes predominately R-60 zoning, with some limited R-30, multi-family zoning. The surrounding area

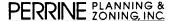
is comprised generally of single-family detached homes, some attached homes, and some multifamily unit buildings mixed within the detached homes immediately adjacent to the campus. Consistently adjacent to Carroll Avenue are single-family homes.

Adjacent to the surrounding area, southwest of the Hospital, Maple Avenue becomes a four-lane major artery through Takoma Park, with the City Hall located approximately one-half mile from the Hospital entrance. Between City Hall and the Hospital is a corridor of mid- and high-rise, multi-family residential structures. This is one of three major concentrations of multi-family areas within the City.

Since Maple Avenue is located at a low elevation and the multi-family residential buildings are sited on higher ground as they recede from Maple Avenue, a dramatic effect is created with the taller buildings lining both sides of Maple Avenue. The view to the north along Maple Avenue toward the Hospital, however, is interrupted by Sligo Creek. Normally, the view to the Hospital is fully screened by the wooded area along Sligo Creek. However, in winter the outline of the Hospital is perceptible through the trees (though the highest elevations in the surrounding area will remain the multi-family structures along Maple Avenue).

Buildings along Maple Avenue range in size from 200 to 250 feet wide viewed from Maple Avenue, and 200 to 250 feet deep perpendicular to Maple Avenue. The heights of these buildings range up to 14 stories. Building coverage of the Piney Branch Middle School, on Maple Avenue, is 42 percent, while the apartment buildings' coverage range from 7 to 24 percent.

On the southeastern side of the Hospital site, the topography drops below Carroll Avenue mitigating views of the Hospital from this residential area. Tree stands along Sligo Creek on the southwest side provide screening for the Hospital. In spring, summer, and fall, the screening is quite effective, and almost completely blocks views of the Hospital. Lights from the Hospital are visible through these trees in winter; however, they emanate more of a glow from the Hospital windows than a glare.



MASTER PLAN

The area including the Hospital is part of the Takoma Park Master Plan, approved and adopted as part of the annexation of the City entirely into Montgomery County (formerly being split between Montgomery County and Prince George's County). This Plan was adopted December 2000 and implemented by zoning sectional map amendment G-791, approved July 10, 2001 by Montgomery County Council Resolution 14-952. The Master Plan identifies the Hospital as an existing, cultural/institutional use in the R-60 zone, and the Plan recommends the continuation of cultural/institutional use in the R-60 zone for the Hospital property.

The Hospital site, along with CUC, is identified as an Institutional Center on the 'Commercial and Institutional Centers' map, page 39 of the Takoma Park Master Plan. The Master Plan vision for this area, as described at page 64, is that it "...serve the health, education, and spiritual needs of patients, students, and members, while providing a quality campus environment and a community resource." The Master Plan, also at page 64, includes a list of recommendations regarding the combined campuses of the Hospital and CUC (without any detailed analysis regarding the separate needs or ownership interests of the two distinct parcels, and instead assuming that the campuses function as a whole, not as parts of a whole, which is more realistic). Nevertheless, the Modifications address the Master Plan recommendations in the following manner.

Recommendations

• Support campus improvements to meet needs of hospital, college, and church clients, while providing service and access to area residents. The open environment allows for some public use of the campus.

As more fully described in the Statement of Operations, the proposed Hospital improvements are necessary to preserve the financial viability of the Hospital and address the severe space and



programmatic deficiencies the Hospital is currently experiencing. The contemplated improvements are therefore necessary to allow the Hospital to continue to meet the needs of the area residents, as well as the larger community served by the Hospital. Aside from improving the effectiveness of the Hospital's delivery of health care to the community, improvements such as removing the parking along the main drive aisle, improving the emergency care, main hospital, and ambulatory care drop-off and entrances, and the extensive landscaping will improve on-site pedestrian and vehicular circulation and the overall appearance of the Hospital campus, thereby benefiting the entire surrounding area.

• Maintain expansion within the bounds of current campus grounds, providing on-site parking or shuttle service to an off-site parking lot. The Plan recognizes that church services and other special events may result in the need to use on-street parking.

All new construction and improvements associated with the Hospital will occur within the existing limits of the Hospital property. A small land swap between the Hospital and the College will occur to improve the main driveway alignment. Additionally, the parking structure proposed for the heart of the Hospital campus is intended to accommodate all existing on-site parking deficiencies and future parking needs of the Hospital eliminating current problems with Hospital-related parking on residential neighborhood streets and the need for unproductive shuttle service to nearby lots in close proximity to the Hospital campus.

• Consider safety improvements at the Carroll Avenue entrance to Washington Adventist Hospital, possibly a traffic signal.

New entry walls along both sides of the main driveway at the Carroll Avenue entrance are proposed to provide locations for new Hospital signage. Additionally, the Applicant will make all reasonable efforts to seek State Highway Administration approval of the placement of a traffic signal at this intersection of Carroll Avenue and the Hospital entrance. Further



information regarding this application and the traffic engineering aspects of the project are addressed in a separate report by Wells & Associates.

• Maintain compatibility with adjacent residential communities.

All of the proposed structures have been designed in such a way as to achieve a maximum level of compatibility with the adjacent residential community. Through extensive analyses with community representatives, it is readily apparent that the Modifications can occur only in central areas of the Hospital campus. The edge of the property line near the residential area to the east across Carroll Avenue is used to increase green space, landscape, and buffering (at the sacrifice of existing surface parking), and the west end of the campus nearest Maple Avenue has been left unaffected by building improvements. The ACF will be located between the existing Hospital and the Existing Accessory Physicians' Building, and is proposed at a height consistent with the existing Hospital and will be architecturally integrated with the Hospital to improve the visual impact of the entire complex as viewed from the main driveway from Carroll Avenue. The proposed parking structure is to be located to the rear, southern side of the Campus against the existing tree stand along Sligo Creek. Viewed from Carroll Avenue, the parking structure will be lower than the existing Hospital, and the eastern end of the proposed parking structure will only be 90 feet wide, similar in width to the Existing Accessory Physicians' Building, and will be located approximately 10 feet further back from Carroll Avenue than the Existing Accessory Physicians' Building. The east end of the parking structure has also been architecturally designed to coordinate with adjacent buildings and to minimize any negative impacts on the view of passing motorists. The parking structure has also been stepped back to reduce its mass. Extensive landscaping is being proposed to further soften views of the Hospital campus from the adjacent community and to further ensure compatibility of the proposed structures with the residences to the east of Carroll Avenue. This additional landscaping will also further screen the view of northbound motorists crossing Sligo Creek on Carroll Avenue. Overall, these efforts serve to maintain, if not enhance, the Hospital's campus appearance from adjacent residential communities.

• Provide improvements to area sidewalks serving the campus. The asphalt path next to the athletic field, along the east side of Flower Avenue, is currently narrow and difficult to use. This path should be replaced with a curb, grass panel, trees, and a standard width sidewalk Flower Avenue streetscape improvements are described in more detail in the Neighborhood-Friendly Circulation chapter.

This recommendation relates to that area of the campus owned by CUC and therefore there are no proposed improvements located in the area of Flower Avenue in connection with the Hospital expansion. The Hospital and CUC remain committed to coordinate their respective long-range development plans.

• Provide a plan for any expansion that includes shared parking for the hospital, college, and church.

The proposed expansion provides sufficient on-site parking for all of the Hospital's peak existing and future needs. Providing all Hospital-related parking on site will serve to eliminate overflow parking on side streets and will relieve any College parking lots that are subject to overflow parking due to Hospital users. Additionally, the Hospital has offered the College use of 200 spaces in its proposed parking facility in connection with the College's proposed Performing Arts Center (this shared parking arrangement being possible as a result of the different peak parking demand periods for the Hospital and the Performing Arts Center).

• Provide stormwater management controls as new development occurs to mitigate off-site impacts in the surrounding neighborhoods.



Importantly, there is no existing stormwater management serving the Hospital or CUC improvements (these improvements pre-dating current regulatory controls). At this level of the process, stormwater management is conceptual (with the City having final approval authority). For further details on this concept, see the Concept Stormwater Management Report provided by VIKA, Inc.

PROPOSED SITE PLAN MODIFICATIONS

As proposed, the Modifications will comply with the R-60 development standards and the Standards and Requirements for Hospitals, Section 59-G-2.31 of the Zoning Ordinance. Compliance with the R-60 development standards is set forth in the VIKA Engineering Report. Compliance with 59-G-2.31 is provided below.

STANDARDS AND REQUIREMENTS: G-2.31 Hospitals

Section 59-G-2.31 of the Zoning Ordinance includes specific requirements that must be met by hospitals. This application meets all these requirements, as more fully described below.

1.) Requirement: Total area, five acres.

This application includes 16.1762 acres, including a 2.8629-acre open-space easement to MNCPPC, well in excess of the 5-acre minimum.

2.) Requirement: Frontage, two-hundred feet

This property has approximately 262 feet of frontage on Carroll Avenue and 299 feet of frontage on Maple Avenue.

3.) Requirement: Setback. No portion of a building shall be nearer to the lot line than a



distance equal to the height of that portion of the building, where the adjoining or the nearest adjacent land is zoned single-family detached residential or is used solely for single-family detached residences, and in all other cases not less than fifty feet from a lot line.

The proposed ACF is 87.3 feet tall and is to be located over 405 feet from the Carroll Avenue right-of-way. The proposed six-level parking garage is 69 feet tall and is to be located 230 feet from the Carroll Avenue right of way and 130 feet from the Sligo Creek property line. With the vertically expanded bed tower, the height of the main hospital building will be 57 feet. This building is located 143 feet from the southern, Sligo Creek lot line and 580 feet from Carroll Avenue. The Modifications, therefore, will be in compliance with the setback requirements of the Zoning Ordinance for hospitals.

4.) Requirement: Off-street parking shall be located so as to achieve a maximum of coordination between the proposed development and the surrounding uses and a maximum of safety, convenience and amenity for the residents of neighboring areas. Parking shall be limited to a minimum in the front yard. Subject to prior Board approval, a hospital may charge a reasonable fee for the use of off-street parking. Green area shall be located so as to maximize landscaping features, screening for the residents of neighboring areas and to achieve a general effect of openness.

The proposed parking structure is located away from adjacent residential areas, and nearer Sligo Creek, where taller trees will provide screening for the garage. In addition to screening provided by existing tress stands, extensive landscaping between the proposed garage and Carroll Avenue is also proposed. The garage structure is integrated with the proposed ACF to permit direct entry from the garage to the building, making it easier and safer for patients and visitors to access the facility from the parking areas. There are three points of access to the garage to permit free-flow of traffic in and out of the garage. The closest garage entrance is over 400 feet from Carroll Avenue to prevent any back-up of traffic that would affect the flow of traffic on Carroll Avenue. Vehicles can access the proposed garage directly from the existing surface parking lot along

Carroll Avenue without circulating onto the main driveway, avoiding congestion along the main drive and further avoiding congestion on Carroll Avenue.

The nearest point of the proposed garage is located 230 feet from Carroll Avenue, well to the west of the front yard setback. The proposed garage is located within an area currently developed with the Conference Center building, the Lisner Building, and existing surface parking lot, so the effect on green area is minimal.

5.) Requirement: The Board or the applicant shall request a recommendation from the Commission with respect to a site plan, submitted by the applicant, achieving and conforming to the objectives and requirements of this subsection for off-street parking and green area.

The Planning Board will review this application.

6.) Requirement: Building Height limit, one hundred forty-five feet.

The proposed Modifications will, at highest building height, that is, the roof of the sixth floor of the ACF building, be well within the 145-foot limit.

7.) Requirement: A resolution by the Health Services Planning Board approving the establishment of the Hospital shall be filed with the petition for a special exception.

The Hospital is already established (presumably with the necessary resolution given the longevity and number of special exception approvals), so no resolution is required.



GENERAL CONDITIONS: 59-G-1.2 Conditions for granting.

The Board of Appeals must make certain general findings prior to granting a special exception.

These findings have been complied with as follows:

59-G-1.21 Standard for evaluation. A special exception must not be granted absent the findings required by the Article. In making these findings, the Board of Appeals . . . must consider the inherent and non-inherent adverse effects of the use on nearby properties and the general neighborhood at the proposed location, irrespective of adverse effects the use might have if established elsewhere in the zone. Inherent adverse effects are the physical and operational characteristics necessarily associated with the particular use, regardless of its physical size or scale of operations. Inherent adverse effects alone are not a sufficient basis for denial of a special exception. Non-inherent adverse effects are physical and operational characteristics not necessarily associated with the particular use, or adverse effects created by unusual characteristics of the site. Non-inherent adverse effects, alone or in conjunction with the inherent effects, are a sufficient basis to denv a special exception.

The inherent impacts associated with a hospital include the physical presence of buildings and parking facilities; lighting associated with the buildings, parking facilities and grounds of the hospital; noise, physical activity and traffic associated with staff, patients and visitors traveling to/from the hospital by car, bus, or emergency vehicles or helicopters; noise activity, refuse collection and cooking aromas associated with the Hospital operations; and continuous hours of operation and employee shift work.

As described above, the Proposed Project will substantially improve the operations of the Hospital and its ability to serve the surrounding community by allowing and providing for much-needed ambulatory care facilities and services, physician office space proximate to the Hospital, and more private patient rooms without increasing the number of patient beds. The Proposed Project will also substantially improve on-site pedestrian and vehicular circulation systems and landscaping. The additional traffic associated with the Proposed Project can be accommodated

well within existing capacity limitations established for this policy area and for local area transportation review under current County regulatory criteria. The proposed parking structure and other on-campus parking provided under the Proposed Project will satisfy all the parking requirements of the new Hospital campus and eliminate the parking overflow onto neighborhood streets experienced over the past few years. All proposed improvements will provide protections against preventable light glare visible off site, and great care has been taken to locate and design the improvements to be attractive and to blend with the surrounding community and the existing Hospital. All impacts of the Proposed Plan are inherent to a hospital use. There are no non-inherent, unanticipated adverse impacts which will occur as a result of the Proposed Project.

59-G-1.21. General Conditions.

- (a) A special exception may be granted when the Board...finds from a preponderance of the evidence of record that the proposed use:
- (1) Is a permissible special exception in the zone;

Hospitals are permitted as a special exception use in the R-60 zone.

(2) Complies with the standards and requirements set forth for the use in Division 59-G-2;

See previous section entitled "Standards and Requirements G-2.31 Hospitals."

(3) Will be consistent with the general plan for the physical development of the district, including any master plan or portion thereof adopted by the commission;

As discussed more fully above, the Takoma Park Master Plan recommends continuation of the Hospital use in the R-60 zone for this site, with the general zoning plan surrounding the property remaining the same, and no roadway proposals or redesignations conflicting with site access and



the circulation system. The Master Plan also envisioned expansion of the Hospital as the changing needs of the community and the medical service ecosystem evolve. Therefore, the proposed Modifications conform to the Master Plan and the General Plan.

(4) Will be in harmony with the general character of the neighborhood considering population, density, design, scale and bulk of any proposed new structures, intensity and character of activity, traffic and parking conditions and a number of similar uses;

The surrounding area includes single-family and small, multi-family buildings and another institutional use, the College. Further south along Maple Avenue are mid- and high-rise apartment buildings and public and institutional uses. The Hospital, modified as proposed, includes a building coverage within the range of the existing coverage of buildings along Maple Avenue. These institutional uses and apartment buildings include congregate parking in surface lots and associated activity patterns similar to the Hospital.

The proposed Modifications include removal of parking from the main drive and replacement of the surface parking with attractive landscaping. Moving surface parking into the parking garage will provide for a greatly improved appearance along the main drive, especially at the Carroll Avenue entrance. The parking structure will also provide sufficient parking to eliminate any overflow parking onto adjacent streets and onto CUC parking lots. Proposed traffic mitigation measures associated with the Modifications include pursuing approval of a traffic signal at the main entrance at Carroll Avenue and contribution, with CUC, toward the cost of that signal. Mitigation measures will also include contribution, with CUC, toward construction of an exclusive right turn lane from eastbound Flower Avenue to southbound Carroll Avenue. These measures will ease traffic flow in the area of the Hospital and, thereby, increase compatibility with the surrounding area.

The Modifications are designed to not only be attractive but they will coordinate and blend with the existing hospital architecture. The new structures have been located as internal to the site as possible in order to maintain compatibility with adjacent uses at the edge of the property. The



proposed parking garage is to be located 230 feet from Carroll Avenue, 10 feet further than the Existing Accessory Physician Building. The garage is similar in width to the Existing Accessory Physician Building, and the east end is designed to coordinate with the architecture of the adjacent building and is stepped back to reduce its mass.

Finally, extensive landscaping is proposed to soften the Modifications and blend the existing and proposed structures, parking areas, and driveways into the site setting.

(5) Will not be detrimental to the use, peaceful enjoyment, economic value or development of surrounding properties or the general neighborhood;

The proposed parking structure has been designed to accommodate the existing and projected parking needs of the Hospital. The parking structure will relieve existing and potential parking overflow problems, eliminating detrimental effects on the surrounding neighborhood. In connection with the Modifications, parking will be removed from the main drive to improve the pedestrian and vehicular circulation through the campus and to enhance the visual appearance of the campus. Proposed structures and improvements are generally within the bulk and height of the existing buildings and will be architecturally treated to mesh with the existing campus. The buildings are designed and located so as to minimize their visual impact on the surrounding area. The overall proposed vehicular and pedestrian systems, site access, and overall site landscape are vast improvements over existing conditions. Finally, as demonstrated in the separate real estate appraiser's report, the proposed modifications will not have a detrimental effect on the economic value of the surrounding properties.

(6) Will cause no objectionable noise, vibrations, fumes, odors, dust, glare or physical activity at the subject site;

This application does not materially increase the present land development envelope of the Hospital facilities. No structures are proposed for presently undeveloped areas located close to



neighboring properties. In fact, existing parking areas will be removed from the main drive as part of the Hospital's improvements, thereby reducing the associated noise. No changes are proposed which would increase noise, vibrations, fumes, odors, dust, glare or physical activity. This application introduces more comprehensive analysis of the overall impacts of the entire Hospital campus, including photometric analyses, landscape plans, etc., then has ever been presented for the Hospital (all of which demonstrate no objectionable impacts on the community).

(7) Will not, when evaluated in conjunction with existing and approved special exceptions in the neighboring one-family residential area, increase the number, intensity or scope of special exception uses sufficiently to affect the area adversely or alter its predominantly residential nature. Special exception uses in accord with the recommendation of a master or sector plan are deemed not to alter the nature of an area.

The Modifications are consistent with that anticipated by the Master Plan, and there are no other special exceptions in the immediate area which make this section applicable.

(8) Will not adversely affect the health, safety, security, morals or general welfare of residents, visitors or workers in the area;

The enhanced operations and improved parking and circulation system associated with the proposed modifications will provide easier and quicker emergency access and more convenient parking access and thus will have a positive affect on the hearth, safety, security and welfare of patients, workers, and visitors to the hospital.

(9) Will be served by adequate public services and facilities including schools, police and fire protection, water, sanitary sewer, public roads, storm drainage and other public facilities.

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The provision of these facilities are addressed in the Traffic Study and Civil Engineering reports. Fire and Rescue services are located approximately 3000 feet away at Philadelphia and Ethan Allan Avenue and adequately serve the Hospital.

SUMMARY

In conclusion, the Modifications needed to allow the Hospital to provide required medical services to the community it serves in an economically viable manner, are compatible with the community within which it has co-existed for approximately 100 years, satisfy the requirements of the Zoning Ordinance for the special exception use in the R-60 zone and are consistent with the guidelines set forth within the Takoma Park Master Plan.